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free and independent body, expressive of the best thought, the highest motives and the truest patriotism of the party" (p. 177). There is nothing of the theorist or closet scholar in the book. Mr. Stanford knows men and understands politics. He is an optimist, without losing sight of evil. He believes in the people and in the making the best of things, instead of girding at unfortunate conditions. He is most judicious and fair-minded and, when he inclines to one side of any disputed question, is careful to state what is the contention of the other side.

The summing up of Hayes' administration on page 401 is admirable. The author has evidently studied the newspaper files carefully, though he does not seem to have access to one published in Baltimore, the great convention city of the past. From newspapers he has rescued interesting bits of history, such as the fact that one of the electors chosen as a Federalist in Pennsylvania in 1796 voted for Jefferson and thus "betrayed the trust reposed in him by those who supported him" (p. 50). Mr. Stanwood thinks this is the only case of the sort, but the three Clay electors, who voted for other candidates in 1824, seem to have been in a similar position.

There are a few errors we have noted: on page 98, George W. Crawford should be William H. Crawford; on page 478, Sherman had little more than one-fourth of the whole membership of the convention for him at the beginning of the balloting in 1888, instead of "one-fourth of the number necessary to nominate;" on page 508, it is believed that the Bascom voted for in the Prohibition National Convention of 1892, was Professor John Bascom, of Williams College; on page 520, the common confusion of the Monroe and the Olney doctrine with reference to our South American relations occurs; on page 564, the remarkable rise of the price of wheat in the autumn of 1896, should have been alluded to as a cause of Republican success in the ensuing election.

BERNARD C. STEINER.

Baltimore.

The Finances of New York City. By EDWARD DANA DURAND, Ph. D. Pp. 397. Price, \$2.00. New York: The Macmillan Company, 1898.

The failure of the attempts to present comparative statements of municipal finances in tabulated form has forced the conclusion that monographic treatment of the finances of individual cities will be necessary before any valuable comparisons can be made. If any further confirmation were required, Dr. Durand's book would

furnish conclusive proof of this fact. The careful, descriptive analysis of the finances of New York City contained in this volume is in reality a guide to the official reports of the city. At the present time the annual financial statements of the comptroller are unintelligible to the citizen, and can only be made to mean something to the expert after a complete rearrangement of the figures therein contained. If the author had done nothing more than to clear up the intricacies of municipal accounting characteristic of New York City he would have performed a most important service. The book contains, however, not only an exposition of the financial system as it exists to-day, but also a history of the changes which have taken place since the middle of the century. The author shows, with great clearness, how the changes in financial methods mirror the changes in administrative organization, and in the relation between city and state. Thus, from 1851 until 1873 the state legislature assumed far reaching control over the finances of the city, and as a result the seat of municipal government was practically transferred to Albany. The evils resulting from this system of continued legislative interference have not been fully remedied, although the Charter of 1873 and the constitutional limitations upon legislative action, adopted since that time, have remedied the most flagrant abuses. It is true that inefficiency and corruption in the city government furnished the excuse to the legislature for such control, and, in fact, made such interference at times absolutely necessary. This constant legislative interference with the financial system of the city explains to a large extent the complexities and inconsistencies characteristic of the financial systems of New York at the present day. The system as it exists is described with great accuracy by the author and in such a clear and simple way as to make it intelligible to the lay reader. The success of this first attempt shows the possibility and desirability of presenting similar statements for every one of our larger cities.

One of the most significant features in the development of the finances of New York City has been the gradual decline of the financial powers of the city council. It is interesting to note that this tendency has been coincident with the movement for municipal home rule. The abandonment by the state legislature in 1873 of the policy of fixing the details of municipal expenditure did not result in greater financial powers for the council. The popular distrust of local legislative assemblies had reached a point which made the people willing to accept a system in which financial powers were vested in a separate board, which is known as the Board of Estimate and Apportionment. This board, perpetuated in the Greater New

York charter, is composed of the mayor, the corporation counsel, the president of the board of taxes and assessments, the city comptroller and the president of the council. Of these five members only the last two are elected by the people, the mayor appointing the corporation counsel and president of the board of taxes and assessments. Thus the mayor, with his appointees, controls the majority of this board.

The municipal council can only reduce the appropriations of the board of estimate and apportionment and such reductions are subject to the veto power of the mayor. In order to override this veto the council must pass such reductions by a five-sixths vote. This tendency toward the concentration of financial powers in the mayor is but one of the many important phases of the municipal problem with which the author deals. A series of monographs such as that by Dr. Durand will give us material for a thorough re-organization of the finance departments of our municipalities.

L. S. ROWE.

Municipal History and Present Organization of Chicago. By SAMUEL E. SPARLING, Ph. D. Bulletin of the University of Wisconsin. Pp. 188. Price, 75 cents. Madison, 1898.

The history of Chicago affords a typical illustration of the difficulties arising from the rapid development of American cities. Chicago's growth in population and commercial importance has been unusually rapid. From a mere hamlet in 1830, its numbers grew to 4,000 in 1840, 60,000 in 1851 and 300,000 in 1870. Its municipal institutions necessarily changed with the changes in the number and importance of the functions to be performed. The town board of the thirties became the council of later days; the presiding officer of the village board became the mayor of the city, elected by popular suffrage; the board committees grew into the council committees of greater number, these in turn into executive departments.

In the early days the board of trustees was the "central fact;" the mayor was merely a presiding officer. As the administrative functions of the governing body increased, more and more power was given to the executive officials. Checks were introduced to prevent unwise legislation. The mayor was given a veto in 1851. Until this time the council had been "supreme in final authority." "The omnipotence of the common council passed with the charter of 1851." "Historically, executive concentration and administrative control have begun with the financial administration, and